

**LEMON GROVE COMMUNITY ADVISORY COMMISSION  
AGENDA ITEM SUMMARY**

**Item No.** 4  
**Mtg. Date** September 11, 2018  
**Dept.** City Manager's Office

**Item Title:** Emergency Homeless Shelter Proposed Locations

**Staff Contact:** Miranda Evans, Management Analyst

**Recommendation:**

Review and discuss each of the five proposed sites for an emergency homeless shelter and come to a group consensus on one location to pass onto recommendation to the Lemon Grove Planning Commission.

**Item Summary:**

On May 15, 2018, the City Council unanimously agreed that the first topic for the Community Advisory Commission ("CAC") to address is a review of the City's Housing Element to determine appropriate zoning for a homeless shelter. After adjustments were made to the Commission and four ad-hoc members were appointed, the CAC met on August 21, 2018 to prepare for the new work plan. The work plan, outlined in detailed milestones in Attachment A, must be complied with or the City may face revocation of Housing Element compliance.

**Fiscal Impact:**

None.

**Environmental Review:**

- |   |   |
|---|---|
| <input checked="" type="checkbox"/> Not subject to review | <input type="checkbox"/> Negative Declaration           |
| <input type="checkbox"/> Categorical Exemption            | <input type="checkbox"/> Mitigated Negative Declaration |

**Public Information:**

- |  |   |   |
|--|---|---|
| <input checked="" type="checkbox"/> None                     | <input type="checkbox"/> Newsletter article                       | <input type="checkbox"/> Tribal Government Consultation Request |
| <input type="checkbox"/> Notice published in local newspaper | <input type="checkbox"/> Notice to property owners within 500 ft. |   |

**Attachments:**

- A. Staff Report
- B. Parcel Detail Maps for Proposed Sites
- C. 2018 Point in Time Count San Diego Regional Community Totals



# Attachment A

## LEMON GROVE COMMUNITY ADVISORY COMMISSION STAFF REPORT

Item No. 4

Mtg. Date September 11, 2018

Item Title: **Emergency Homeless Shelter Proposed Locations**

Staff Contact: Miranda Evans, Management Analyst

### Background:

On May 15, 2018, the City Council unanimously agreed that the first topic for the Community Advisory Commission ("CAC") to address is a review of the City's Housing Element to determine appropriate zoning for a homeless shelter. After adjustments were made to the Commission and four ad-hoc members were appointed, the CAC met on August 21, 2018 to prepare for the new work plan.

### Discussion:

In August, City staff provided information to the Department of Housing and Community Development Division of Housing Policy Development ("HCD") describing an anticipated schedule for program implementation that included:

- August 2018: Selection of CAC members.
- September 2018: CAC formed and first meeting held.
- October 2018: CAC public workshop to review five areas for emergency shelter zoning.
- November 2018: Noticing to property owners within 500 feet; CAC reviews selected area(s) with stakeholders and property owners; CAC makes recommendation to the Planning Commission.
- January 2019: Noticing to property owners within 500 feet; Planning Commission reviews selected area with stakeholders and property owners; Planning Commission makes recommendation to City Council.
- February 2019: City Council conducts both first and second readings of ordinance.
- March 1, 2019: City must provide documentation to HCD demonstrating program actions have been fully implemented.

This schedule has been communicated to this commission and work will be structured such that each milestone can be completed as written above. Based on this schedule, HCD will be monitoring compliance of each milestone to ensure progress is being made as proposed. Should progress not be achieved per the above schedule, HCD may issue a 30-day notice to revoke the City's housing element compliance.

### Emergency Homeless Shelters (Lemon Grove Housing Element Program 15)

The State of California currently mandates each jurisdiction designate a zone where emergency homeless shelters are allowed by right. The following is an analysis of possible siting locations for a special overlay zone to meet the California requirements in the City.

### *Legislative Framework*

In compliance with State Senate Bill ("SB") 2, the Lemon Grove Municipal Code will be amended to allow emergency shelters as a permitted use by right for all parcels within at least one of five suitable areas in the City as shown in Map 1. This may be accomplished by creating an additional

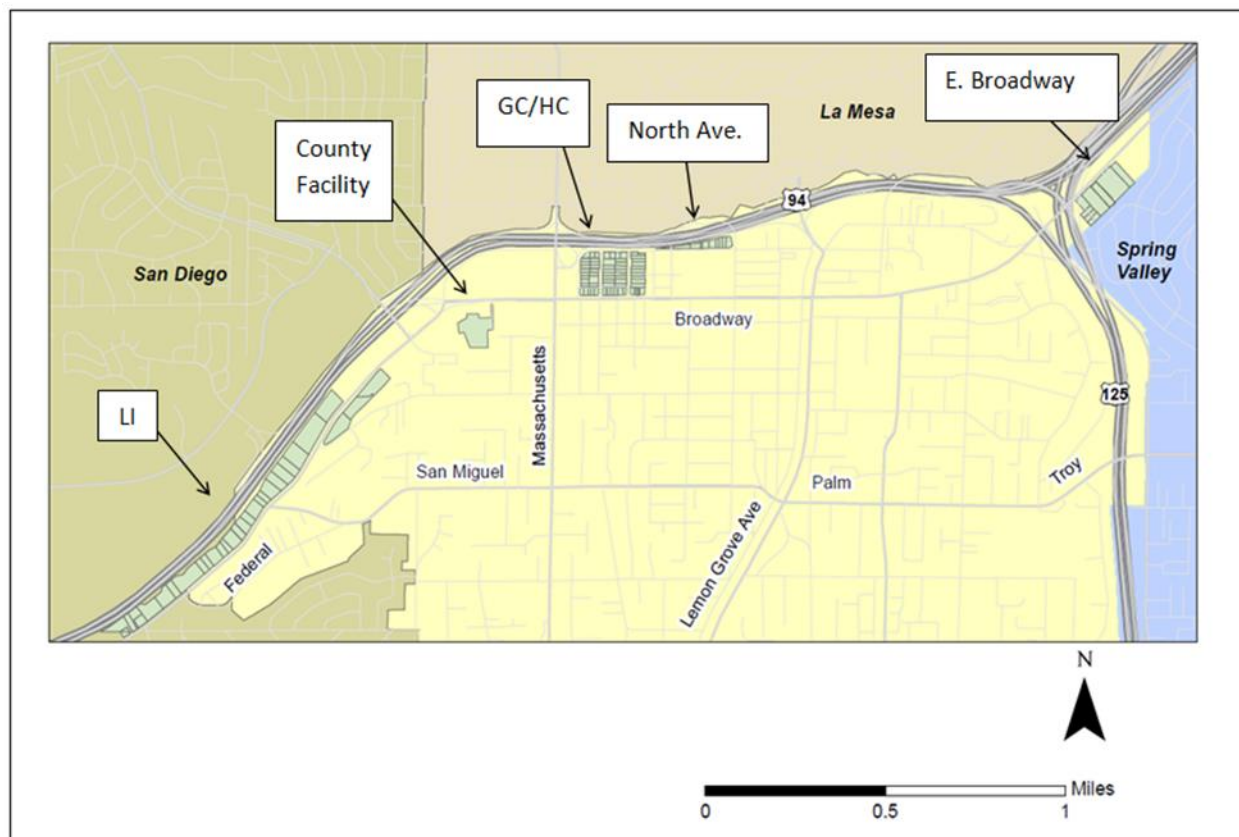
# Attachment A

Special Treatment Area (STA) through a General Plan amendment and adjusting the permitted uses in the affected area<sup>1</sup>.

SB 2 requires all cities and counties in the state to comply with the following:

- Calculate the unmet need for shelter in the jurisdiction
- Identify a zone or zones where shelters are allowed without discretionary review
- Demonstrate that the by-right zone or zones have the capacity to address the unmet shelter need; and
- Limit application of development standards for shelters to those that are applied to other development in the same zone, with the exception of objective, written standards allowed in 8 specific categories

**Map 1: Potential Areas for Emergency Shelter**



SB 2 requires all cities and counties to designate at least one zone where emergency shelters are allowed by right; that is, as permitted uses without requiring approval of a Conditional Use

<sup>1</sup> City of Santa Clarita. (2009). Proposed Homeless Shelter Overlay Zone, and UDC Amendments.

Available from: [http://www.opr.ca.gov/docs/sop/N-January\\_16-31-2009.pdf](http://www.opr.ca.gov/docs/sop/N-January_16-31-2009.pdf)

City of Escondido. (2015). Article 27. Emergency Shelter Overlay. Available from:

<http://www.qcode.us/codes/escondido/>

City of Lemon Grove. (2012). Housing Element 2010-2020.

# Attachment A

Permit or other discretionary permit<sup>2</sup>. It does not require cities and counties to actually construct, fund, or provide an emergency shelter.

Zoning must meet the requirements of Government Code section 65583 subd. (a) (4) (A), including all of the following:

- The zone shall include sufficient capacity to accommodate the identified need for emergency shelters and can accommodate at least one year-round emergency shelter.
- Permit processing, development, and management standards must be objective, and encourage and facilitate the development of, or conversion to, emergency shelter.
- Emergency shelters may only be subject to those development and management standards that apply to residential or commercial development within the same zone except that a local government may apply written, objective standards as specified in Government Code section 65583, subd. (a) (4) (A).

The framework of SB 2 resulted from a collaborative effort by key stakeholders including housing and homeless advocates and providers, local governments, planners, and the building industry. SB 2 strengthens existing housing element requirements to provide the opportunity for the development of emergency shelters and transitional and supportive housing. In 2017, Governor Brown signed Assembly Bill (“AB”) 72 into law which expands HCD’s enforcement by allowing them to find a jurisdiction out of compliance with state housing law at any time.

## *Requirements*

Shelters may only be subject only to development and management standards that apply to residential or commercial development in the same zone except that local governments may apply written and objective standards that include all of the following:<sup>3</sup>

- maximum number of beds;
- off-street parking based upon demonstrated need;
- size and location of on-site waiting and intake areas;
- provision of on-site management;
- proximity to other shelters;
- length of stay;
- lighting; and
- security during hours when the shelter is open.

## *Size and Capacity*

Homelessness is a statewide problem that affects many cities and counties. There are an estimated 360,000 homeless individuals and families in California. In some counties, like Los Angeles, an estimated 254,000 men, women, and children experience homelessness over the course of each year. Some of the causes of homelessness are mental illness, substance abuse, prison release, and lack of affordable housing. The 2018 San Diego Point-In-Time Count identifies 58 Lemon Grove homeless persons.

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<sup>2</sup> California Department of Housing and Community Development. (2008). Senate Bill 2 -- Legislation Effective January 1, 2008: Local Planning and Approval for Emergency Shelters and Transitional and Supportive Housing. Available from: <http://www.hcd.ca.gov/housing-policy->

<sup>3</sup> California Department of Housing. (2010). Zoning for a Variety of Housing Types. Available from: [http://www.hcd.ca.gov/housing-policy-development/housing-element/sia\\_variety.php](http://www.hcd.ca.gov/housing-policy-development/housing-element/sia_variety.php)

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Emergency shelters in California vary in size, but samples average around 70 square feet per bed in sleeping area, and with adequate additional space for client intake and bathroom facilities at 10 square feet per bed each. Shelters also usually maintain an office, storage, kitchen and mechanical facilities. Staff recommends considering lot sizes that are 10,000-20,000 square feet and facilities that are 7,000 – 10,000 square feet. Parking capacity also must be considered and will likely require .5 -.75 spaces per bed.

In addition to facility size, bed or cot capacity and parking, the CAC should also consider the below factors when selecting a site:

- Proximity to public transit,
- Proximity to medical facilities,
- Access to food,
- Access to probation services,
- Access to Health and Human Services,
- Existing use of current site, and
- Surrounding land uses.

## *Emergency Homeless Shelters vs. Residential Care Facilities*

According to Section 1502 of the California Health and Safety Code, “...*residential facility* means any family home, group care facility, or similar facility determined by the director, for 24-hour nonmedical care of persons in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual.”

*Community care facilities*, as defined by Section 1502 of the California Health and Safety Code are “...any facility, place, or building that is maintained and operated to provide nonmedical residential care, day treatment, adult day care, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children...”.

According to the United States Department of Housing and Urban Development, *emergency homeless shelters* are... “temporary housing available to individuals and families experiencing homelessness. Shelters provide the least intensive programs, generally providing meals, a cot and minimum case management services. They often operate from late afternoon to early morning. Individuals and families can typically stay in shelters for up to six months.”

## *Justification for Action*

All City and County housing elements published after SB 2 passage in 2008 must comply with SB 2. While SB 2 is mandatory, cities still retain zoning and siting authority. Homeless shelters can pose land use compatibility issues that are best addressed proactively by setting local standards for shelter placement and design. Such standards include nightly maximum number of beds or persons, on-site parking requirements, size and location of client waiting areas, on-site management, length of stay, light, and required security.

The areas illustrated in Table 3 (page 7) were highlighted as possible locations to meet the potential needs for emergency shelters due to their commercial zoning and proximity to transit, grocery stores, and social services. Additional site overviews are also provided for reference.

# Attachment A

**Table 3: Potential Overlay Zone Site Opportunities**

<b>Proposed Site</b>	<b>East Broadway</b>	<b>North Ave</b>	<b>GCHC</b>	<b>County Facility</b>	<b>Light Industrial</b>
Parcels	12	10	49	1	28
Site Availability	None	None	None	None	One site
Total Site Area (acres)	9.15	2.88	9.63	4.13	24.97
Average Site Area (acres)	0.76	0.29	0.20	4.13	0.89
Total Floor Area (sq. ft.)	130,778	26,072	79,712	39,750	296,288
Average Floor Area (sq. ft.)	10,898	2,607	1,627	39,750	10,582
General Plan Land Use	Residential Medium High	General Business	Retail Commercial	Public Facilities	Industrial
Existing FAR*	0.3:1	0.2:1	0.2:1	0.2:1	0.3:1
General Plan Maximum FAR	1.4:1	1.2:1	1.0:1	1.0:1	0.7:1
General Plan Expected FAR	1.1:1	0.6:1	0.5:1	0.4:1	0.5:1
Average Age of Structures (years)	52	52	59	30	42
Age of Newest Structure (years)	8	41	21	30	15

\*FAR: Floor Area Ratio

# Attachment A

## Site 1: East Broadway

**Zoning:** East Broadway is primarily zoned Residential Medium/High, with the exception of a public storage facility.

**Size:** The East Broadway proposed site is 8.35 acres.

**Allowed Uses:** The residential medium high zone is indented for more compact multi-family housing. Allowable uses include housing and park facilities.

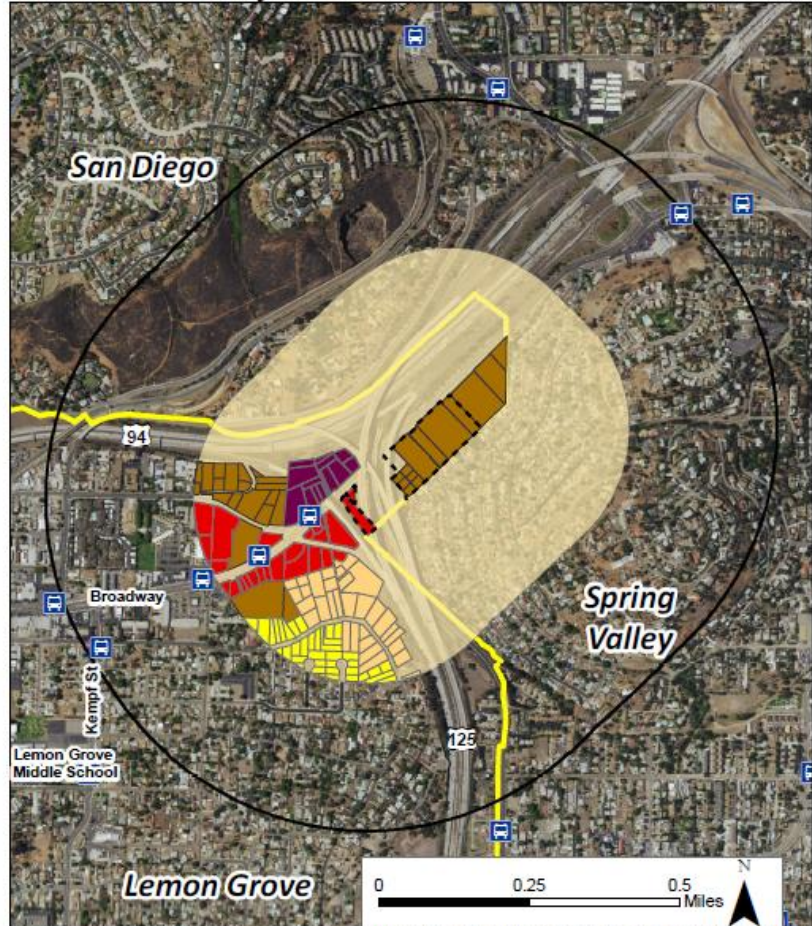
**Distance to Public Transit:** The East Broadway Site is located 0.2 miles from the Broadway & Sweetwater bus stop.

**Proximity to Public Services:** The Lemon Grove Care and Rehabilitation Center is located 0.5 miles away from the East Broadway Site.

**Distance from residences/schools:** The East Broadway site is located 2.1 miles from Vernon Elementary School, 1.4 miles from Lemon Grove Middle School, and is zoned residential.

**Potential Environmental Constraints:** The site is located in close proximity to the 94 and 125 interchange, which poses traffic safety and noise impacts.

### East Broadway Site Overview



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, and SANDAG





## Site 2: North Ave

**Zoning:** North Avenue is located just south of the 94 Freeway. It's zoning is mixed General Commercial (GC) and Heavy Commercial (HC)

**Size:** The North Avenue proposed site is 1.77 acres.

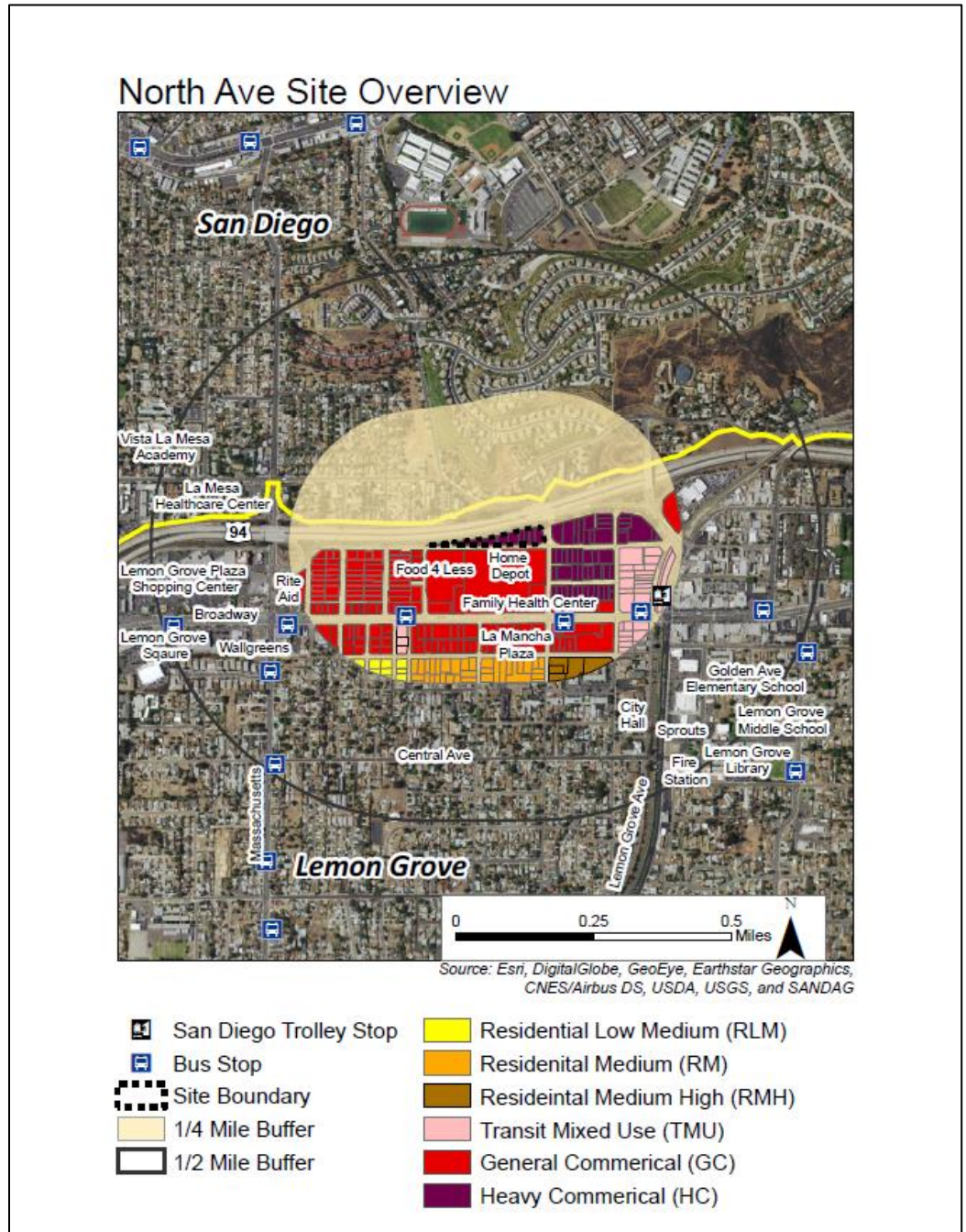
**Allowed Uses:** The Heavy Commercial (HC) zone is available to more obtrusive types of retail, semi-industrial, and service uses that do not require pedestrian-oriented retail activities.

**Distance to Public Transit:** The North Ave Site is located 0.3 miles from the Broadway & New Jersey bus stop and 0.6 miles from the Lemon Grove Trolley Depot.

**Proximity to Public Services:** The site is located 0.3 miles from the Lemon Grove Family Health Center. The site is also located in close proximity to Home Depot, grocery stores, WIC stores, restaurants, and convenient stores.

**Distance from residences/schools:** The site is located 0.3 miles to residences. One mile to Lemon Grove Middle School. One mile to Golden Avenue Elementary.

**Potential Environmental Constraints:** The North Avenue site is in close proximity to the 94 Freeway which presents both noise and air quality impacts.





# Attachment A

## Site 3: General/ Heavy Commercial (GC/HC)

**Zoning:** The GC/HC site is zoned mixed General Commercial (GC) and Heavy Commercial (HC). It is also located in STA III, Regional Commercial, which includes special restrictions beyond the zoning guidelines.

**Size:** The proposed GC/HC zone is 9.63 acres.

**Allowed Uses:** The Heavy Commercial (HC) zone is available to heavier, more obtrusive types of retail, semi-industrial, and service uses. The General Commercial (GC) zone is available to auto-oriented, generally large-scale businesses.

**Distance to Public Transit:** Directly adjacent to the Broadway & Citrus bus stop and 0.7 miles to the Lemon Grove Trolley Depot.

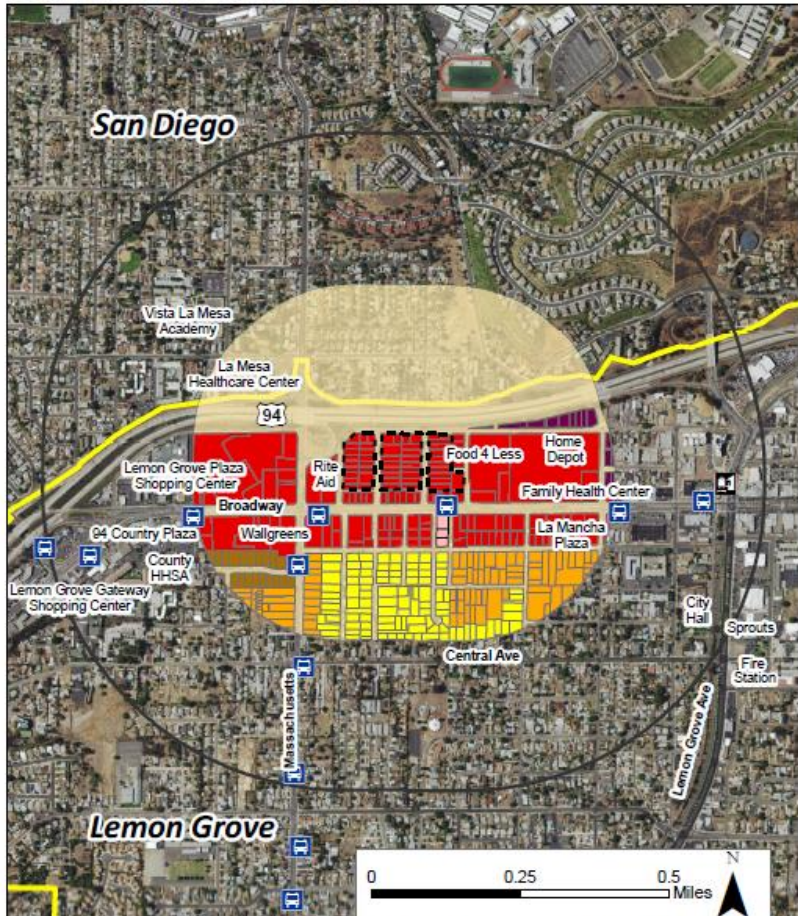
### Proximity to Public

**Services:** The site is located 0.4 miles to the Family Health Center. The site is also located in close proximity to Home Depot, grocery stores, WIC stores, restaurants, and convenient stores.

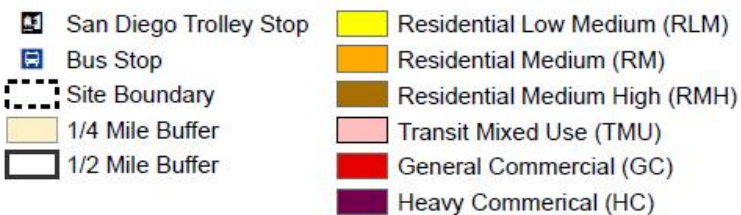
**Distance from residences/schools:** The GC/HC site is 0.9 miles from Golden Avenue Elementary School and 1.1 miles from Lemon Grove Middle School. The site is directly adjacent to non-conforming residences (0.1 miles).

**Potential Environmental Constraints:** The site is in close proximity to the 94 Freeway which presents both noise and air quality impacts.

### GC/HC Site Overview



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, and SANDAG



# Attachment A

## Site 4: County Facility

**Zoning:** The County Facility is zoned General Commercial (GC).

**Size:** The County Facility site is 4.13 acres.

**Allowed Uses:** The General Commercial (GC) zone is available to auto-oriented, generally large-scale businesses and activities offering retail goods and services meant to serve the needs of the local and regional shoppers.

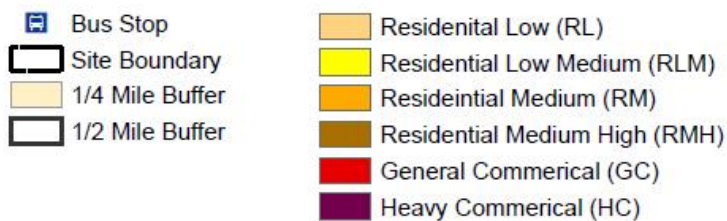
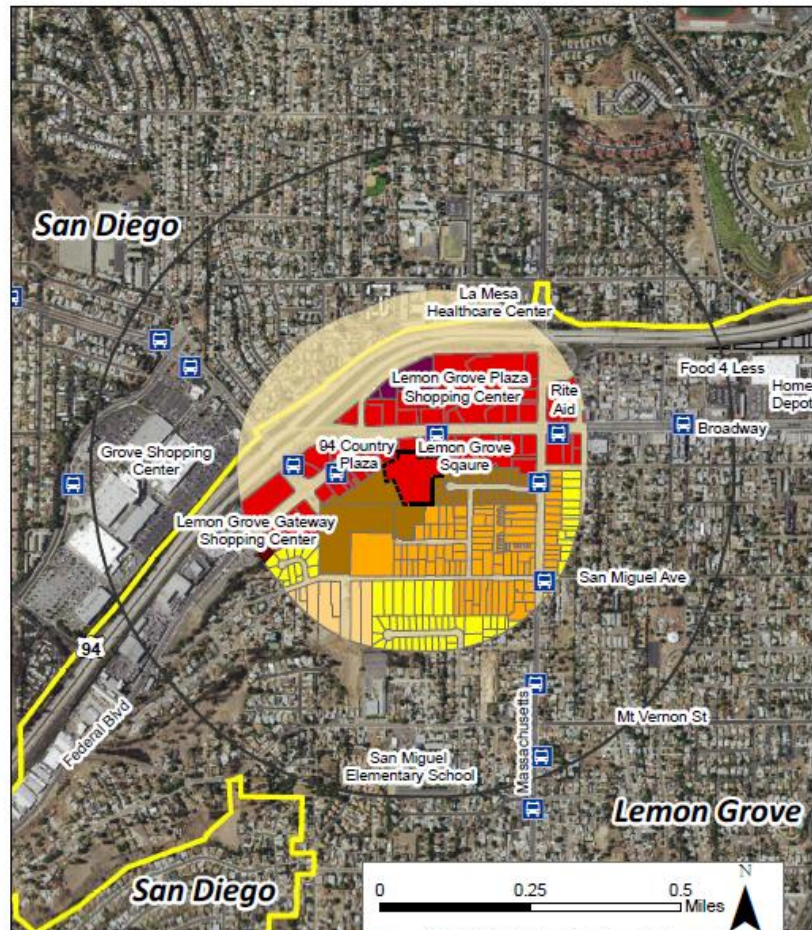
**Distance to Public Transit:** The site is located 0.2 miles from the Broadway & Massachusetts Ave bus stop.

**Proximity to Public Services:** The site is located 0.7 miles from the Family Health Center.

**Distance from residences/schools:** The site is located 1.1 miles from Golden Avenue Elementary School, 1.3 from Lemon Grove Middle School, and from to residential areas.

**Potential Environmental Constraints:** The site is fully developed and may not have redevelopment opportunities.

### County Facility Site Overview





# Attachment A

## Site 5: Light Industrial (LI)

**Zoning:** Light Industrial (LI)

**Size:** The LI site is 24.97 acres.

**Allowed Uses:** The light industrial zone is available to light manufacturing, warehousing, distribution, or other related limited intensity activities.

**Distance to Public Transit:**<sup>4</sup> The site is 0.5 miles from the Federal Blvd & College bus stop.

**Proximity to Public Services:** The site is located 1.3 miles from Family Health Center.

**Distance from residences/schools:** The site is located 0.8 Miles from San Miguel Elementary School.

**Potential Environmental Constraints:** There is limited walkability and bikeability on this site. The area has poor drainage issues, and has sparse sidewalk conditions along the 94 freeway.

### Light Industrial Site Overview



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, and SANDAG



<sup>4</sup> Used the Intersection of Federal and Central as proxy address.

# Attachment A

**Table 4: Pros and Cons of Emergency Shelter by Zone**

	<b>Pros</b>	<b>Cons</b>
<b>Mixed Use Zone</b>	Proximity to transit <sup>5</sup> and other services <sup>7</sup>	<ul style="list-style-type: none"> <li>- Historically, people are concerned about an institutional structure coming into a residential neighborhood</li> <li>- Concerns about the impact on resources that may already be scarce in that neighborhood, tax on transportation system, and noise levels</li> <li>- A shelter in the neighborhood can impact real estate values</li> <li>- Increase in citizen complaints</li> </ul>
<b>Commercial Zones</b>	Proximity to transit <sup>5</sup> Potential for reuse of large buildings <sup>6</sup>	<ul style="list-style-type: none"> <li>- Potential impact on sales</li> <li>- Traffic and pedestrian safety concerns</li> </ul>
<b>Industrial Zones</b>	Large lots for bed demands <sup>7</sup> Potential for reuse of large buildings <sup>6</sup>	<ul style="list-style-type: none"> <li>- Excess noise from businesses</li> <li>- Traffic and pedestrian safety concerns</li> <li>- Potentially in close proximity to hazards<sup>8</sup></li> </ul>

<sup>5</sup> City of Menlo Park. (n.d.). Approach to Zoning for Emergency Shelter for the Homeless. Available from: <http://www.menlopark.org/DocumentCenter/View/1830>

<sup>6</sup> City of Redwood City. (2009). Redwood City Draft General Plan; Housing Element. Available from: [https://www.redwoodcity.org/phed/pdf/Housing\\_HCD\\_Draft\\_V2\\_Highlights.pdf](https://www.redwoodcity.org/phed/pdf/Housing_HCD_Draft_V2_Highlights.pdf)

<sup>7</sup> City of Menlo Park. (2013). Zoning for Shelter for the Homeless. Available from: [http://content.govdelivery.com/attachments/topic\\_files/CAMENLO/CAMENLO\\_144/2013/08/01/file\\_attachments/229382/Homeless%2BBackground%2BSC%2BMemo\\_8\\_6\\_13\\_229382.pdf](http://content.govdelivery.com/attachments/topic_files/CAMENLO/CAMENLO_144/2013/08/01/file_attachments/229382/Homeless%2BBackground%2BSC%2BMemo_8_6_13_229382.pdf)

<sup>8</sup> City of Escondido. (2015). Emergency Shelters - Frequently Asked Questions. Available from: <https://www.escondido.org/Data/Sites/1/media/PDFs/Planning/EmergencyShelters/FAQs.pdf>

# Attachment A

**Table 5: Sensitive Land Uses<sup>9</sup>**

<b>Proposed Zone</b>	<b>Sensitive Land Uses</b>	<b>Beneficial</b>	<b>Adverse</b>
<b>East Broadway</b>	Lemon Grove Care and Rehabilitation Center	Lemon Grove Care and Rehabilitation Center	N/A
<b>North Ave</b>	Family Health Center of San Diego, Good Guys Tavern, Sportsman Pub	Food 4 Less, Subway, Family Health Center of San Diego	Good Guys Tavern, Sportsman Pub
<b>General/Heavy Commercial (GC/HC)</b>	CVS Pharmacy, In-N-Out, Rite-Aid, Lemon Grove Plaza Shopping Center	CVS Pharmacy, In-N-Out, Rite-Aid, Lemon Grove Plaza Shopping Center	Good Guys Tavern, Sportsman Pub
<b>County Facility</b>	HHSA, WIC, Albertsons, Smart and Final	HHSA, WIC, Albertsons, Smart and Final	N/A
<b>Light Industrial (LI)</b>	Jack's Bar and Cocktail Supply, Equipment, JCI Metal Products, Karl's Glass and Mirror, M&N Team Realty Executives, Martin Roofing, San Diego Dumpster Rentals, EDCO Disposal, Bob Baker Toyota	N/A	Jack's Bar and Cocktail Supply

## Conclusion:

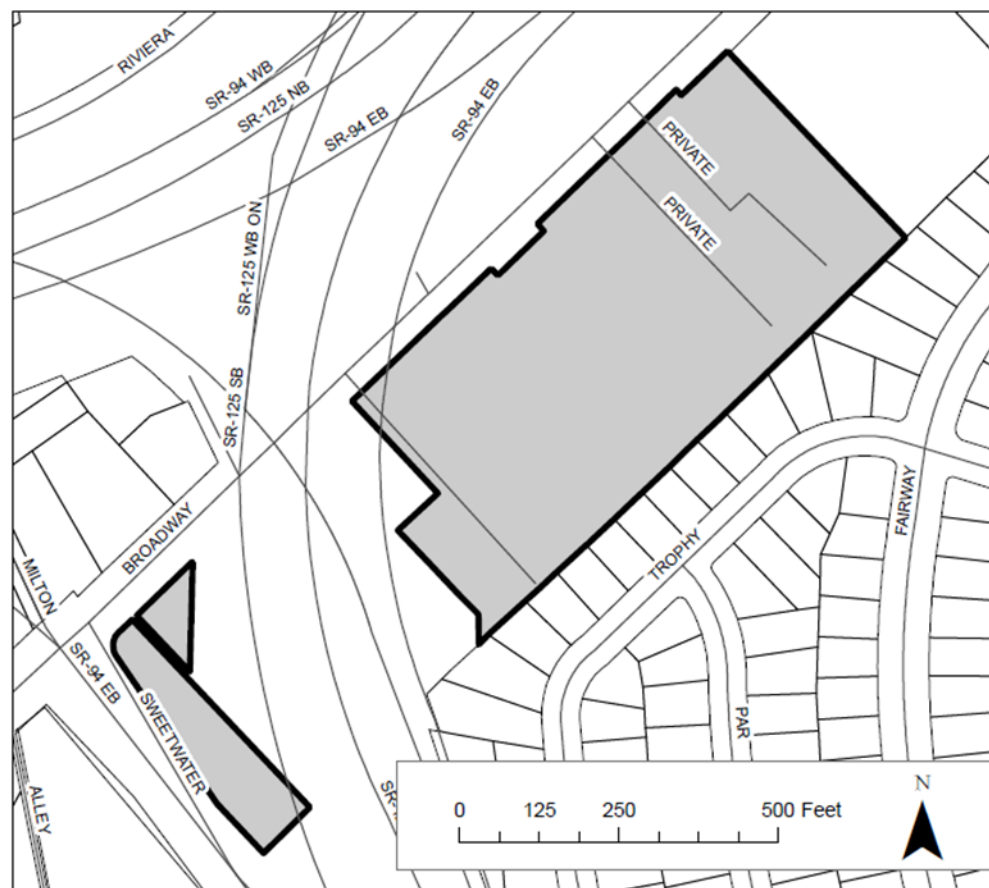
Review and discuss each of the five proposed sites for an emergency homeless shelter and come to a group consensus on one location to pass onto recommendation to the Lemon Grove Planning Commission.

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<sup>9</sup> Updated June 2015

# East Broadway Exhibit B

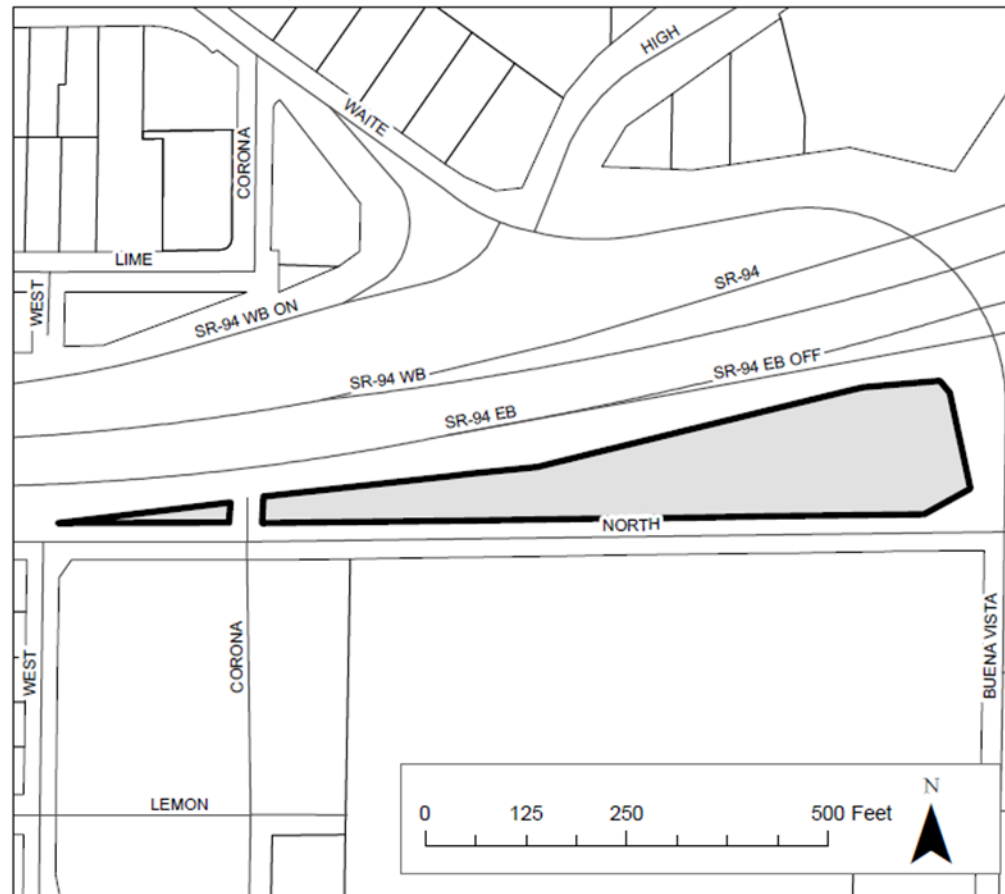
- Roads
- Site Boundary
- Parcels



## Attachment B

### Noth Ave Exhibit B

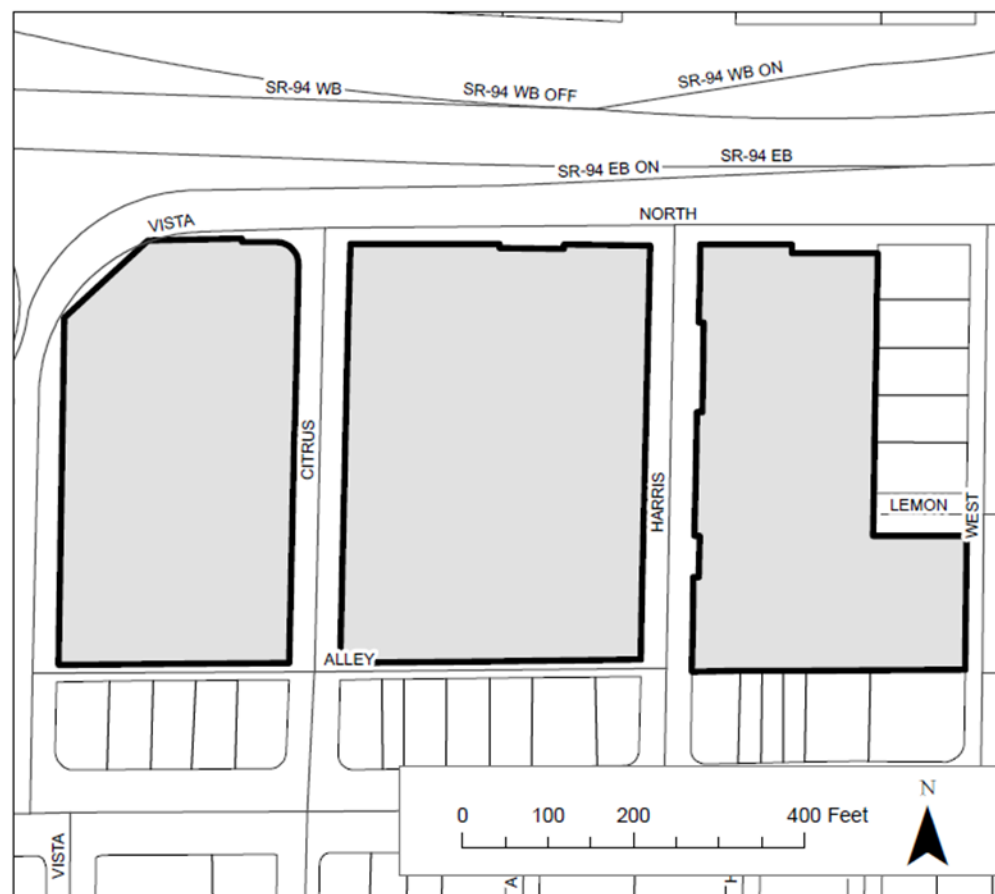
- Roads
- Site Boundary
- Parcels





# GC/HC Exhibit B

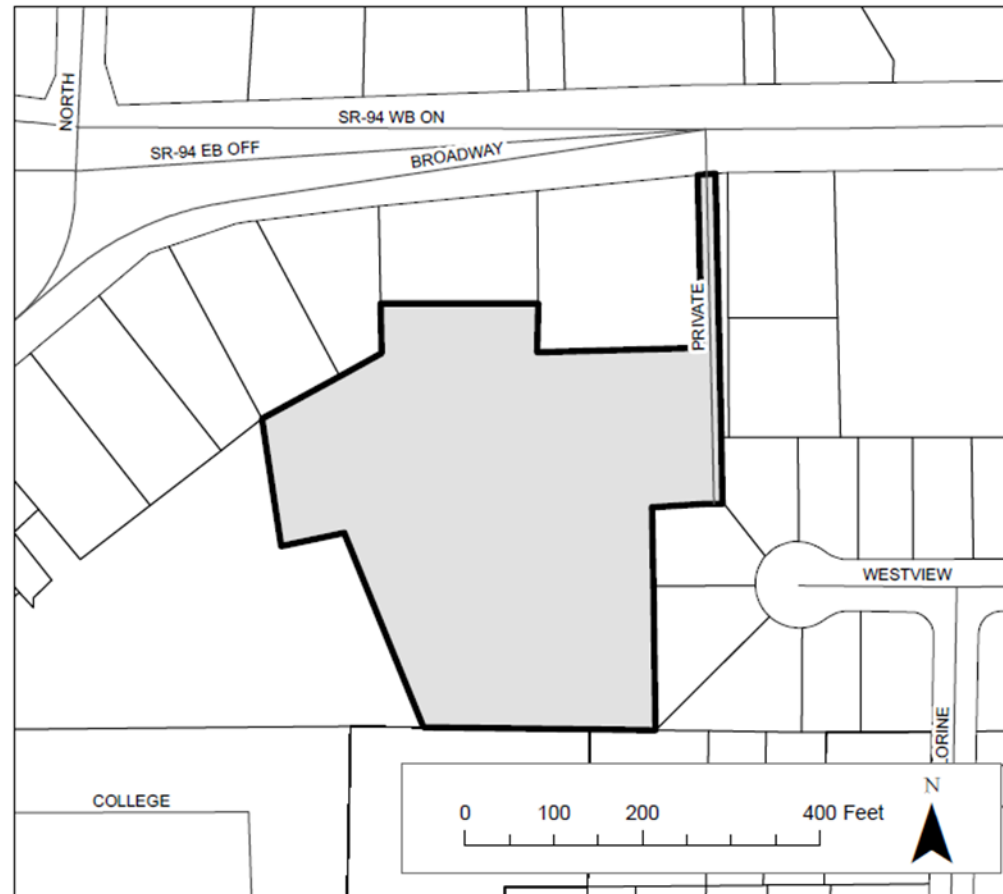
- Roads
- Site Boundary
- Parcels



## Attachment B

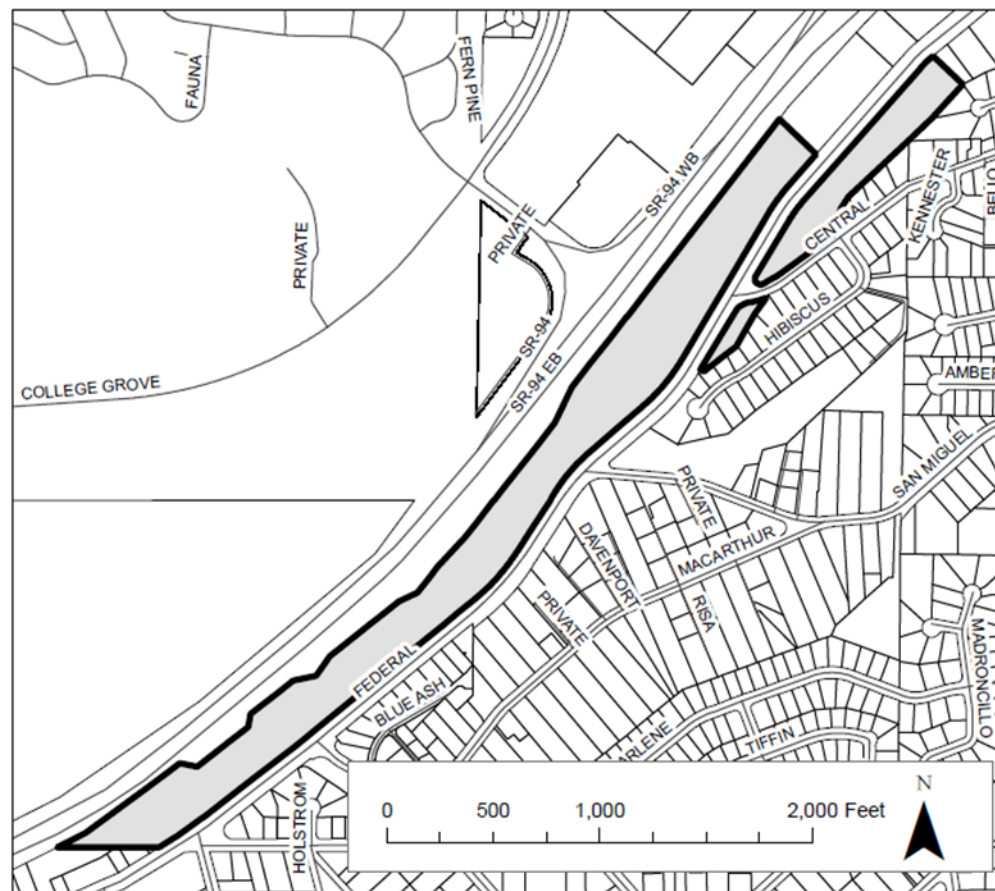
### County Facility Exhibit B

- Roads
- Site Boundary
- Parcels



# Light Industrial Exhibit B

- Roads
- Light Industrial
- Parcels





# Attachment C

## 2018 Point in Time Count San Diego Regional Community Totals

### Regional Community Totals

	Sheltered**				Unsheltered					
City	ES	TH	SH	Subtotal	Indiv	V*	H*	Subtotal	Total	% of Total
San Diego City	1,467	759	56	2,282	1,474	505	651	2,630	4,912	57.3%
Carlsbad	58	0	0	58	71	65	16	152	210	2.4%
Chula Vista	34	74	0	108	76	87	66	229	337	4.0%
Coronado	0	0	0	0	0	6	0	6	6	0.1%
Del Mar	0	0	0	0	1	2	0	3	3	0.0%
El Cajon	118	273	0	391	189	43	56	288	679	7.9%
Encinitas	24	15	0	39	21	51	14	86	125	1.5%
Escondido	87	53	8	148	154	51	58	263	411	4.8%
Imperial Beach	0	0	0	0	7	10	3	20	20	0.2%
La Mesa	29	0	0	29	10	2	0	12	41	0.5%
Lemon Grove	0	0	0	0	10	37	5	52	52	0.6%
National City	21	11	0	32	51	59	91	201	233	2.7%
Oceanside	56	101	0	157	116	93	117	326	483	5.6%
Poway	0	0	0	0	5	10	0	15	15	0.2%
San Marcos	0	0	0	0	15	45	2	62	62	0.7%
Santee	0	0	0	0	18	2	26	46	46	0.5%
Solana Beach	0	0	0	0	0	0	0	0	0	0.0%
Vista	48	288	0	336	73	49	32	154	490	5.7%
TOTAL	1,942	1,574	64	3,580				4,545	8,125	94.7%
Total including unincorporated area				3,586				4,990	8,576	

\*For the 'Total' columns, vehicles and HBS/tents were multiplied by an occupancy factor of 2.03 and 1.75, respectively.

\*\*Minor variations between actual and reported sheltered data may be present due to client data being entered after initial data pull. Totals are within +/-1%.

ES - Emergency Shelter

Indiv - Individual

SH - Safe Haven

V - Cars/Trucks/Vans

TH - Transitional Housing

H - Hand-Built Structures / Tents